

## Message Text

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ORIGIN EUR-12

INFO OCT-01 IO-13 ISO-00 DHA-02 SIG-01 CIAE-00 DODE-00  
PM-04 H-01 INR-07 L-03 NSAE-00 NSC-05 PA-01  
PRS-01 SP-02 SS-15 USIA-06 CU-02 ACDA-07 TRSE-00  
BIB-01 /084 R

DRAFTED BY EUR/RPM:JGHUFF:PF  
APPROVED BY EUR:JGLOWENSTEIN  
D/HA:CBRODY  
EUR/RPM:HAHOLMES  
EUR/EE: CSCHMIDT  
EUR/SOV:MLEVITSKY  
C:RFHOPPER  
S/S - MR. SEBASTIAN  
-----201027Z 019743 /15

R 192051Z APR 77  
FM SECSTATE WASHDC  
TO AMEMBASSY HELSINKI  
AMEMBASSY STOCKHOLM  
AMEMBASSY VIENNA  
AMEMBASSY BERN  
AMEMBASSY DUBLIN  
AMEMBASSY MADRID  
AMEMBASSY ROME  
AMEMBASSY BELGRADE  
INFO ALL NATO CAPITALS  
AMEMBASSY BERLIN  
AMEMBASSY BUCHAREST  
AMEMBASSY MOSCOW  
AMEMBASSY WARSAW  
AMEMBASSY PRAGUE  
USMISSION EC BRUSSELS  
AMEMBASSY NICOSIA  
AMEMBASSY VALLETTA  
USMISSION USBERLIN  
USMISSION GENEVA  
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AMCONSUL STRASBOURG  
AMEMBASSY SOFIA  
AMEMBASSY BUDAPEST

C O N F I D E N T I A L STATE 087799

E.O. 11652:GDS

TAGS: PFOR, CSCE

SUBJECT:CONSULTATIONS WITH NEUTRAL/NON-ALIGNED STATES ON  
CSCE AND THE BELGRADE MEETINGS

REFS: A) STATE 038923; B) USNATO 1694; C) USNATO 01944

1. WE WISH TO CONTINUE CONSULTATIONS AND EXCHANGE OF INFORMATION WITH CERTAIN NEUTRAL AND NON-ALIGNED STATES ON CSCE, AND PARTICULARLY ON PREPARATIONS FOR THE BELGRADE FOLLOW-UP MEETINGS. AS IN THE PAST, YOU SHOULD MAKE PRESENTATION TO WORKING LEVEL OFFICIALS CONCERNED WITH CSCE, DRAWING ON FOLLOWING POINTS AND ASKING THEIR VIEWS. YOU SHOULD INDICATE OUR INTEREST IN RECEIVING NEUTRAL VIEWS ON THE FOLLOW-UP MEETINGS.

2. ARMS CONTROL ISSUES WERE OF COURSE MAIN SUBJECT OF DISCUSSIO; DURING SECRETARY'S RECENT TRIP TO MOSCOW, AND CSCE WAS TOUCHED UPON ONLY BRIEFLY. WE STRESSED THE NEED FOR FULL IMPLEMENTATION OF FINAL ACT PROVISIONS AND FOR REVIEW OF IMPLEMENTATION AT BELGRADE. SOVIETS INDICATED PREFERENCE FOR A SHORT NON-POLEMICAL REVIEW MEETING, LOOKING TO THE FUTURE. SOVIETS CONTINUE TO OPPOSE ADDITIONAL CBMS BEING FORMULATED AT BELGRADE ON GROUNDS THAT SUCH AN EFFORT COULD INVOLVE REDRAFTING THE HELSINKI FINAL ACT. WE, FOR OUR PART, BELIEVE A LIMITED NUMBER OF NEW PROPOSALS CAN BE CONSIDERED.  
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3. OUR CONSULTATIONS WITH VARIOUS GOVERNMENTS INDICATE GENERAL TRENDS IN THINKING ABOUT FOLLOW-UP MEETINGS. WE WOULD APPRECIATE YOUR VIEWS ON THE VARIOUS ISSUES INVOLVED.

A. PREPARATORY MEETING. THERE APPEARS TO BE GENERAL AGREEMENT, AT LEAST AMONG WESTERN STATES, THAT PREPARATORY MEETING SHOULD BE LIMITED TO DECISIONS ON AGENDA, RULES OF PROCEDURE AND OPENING DATE FOR MAIN MEETING. THE HELSINKI "BLUE BOOK" RULES OF PROCEDURE APPEAR TO APPLY TO THE BELGRADE PROCEEDINGS, AND WE PREFER TO STICK AS CLOSELY AS POSSIBLE TO THE EXISTING PROCEDURES, WHICH HAVE ALREADY BEEN AGREED.

B. STRUCTURE AND ORGANIZATION OF THE MAIN MEETING:  
THERE SEEMS TO BE A GROWING CONSENSUS THAT THE INAUGURAL AND CLOSING SESSIONS OF THE MEETING SHOULD BE PUBLIC, WHILE OTHER SESSIONS IN BETWEEN SHOULD BE PRIVATE. DURING THE PRIVATE SESSIONS A TWO-TIERED STRUCTURE MIGHT

BE ESTABLISHED, AS DURING THE GENEVA PHASE OF CSCE, WITH A COORDINATING COMMITTEE AND COMMITTEES FOR EACH BASKET. THERE ALSO SEEMS TO BE A DEVELOPING CONSENSUS FOR AN EARLY OCTOBER OPENING DATE FOR THE MAIN MEETING.

C. ORGANIZATION OF IMPLEMENTATION REVIEW. WE VIEW THIS AS A KEY QUESTION WHICH WILL SIGNIFICANTLY DETERMINE TONE OF BELGRADE MAIN MEETING. THERE APPEAR TO BE DIFFERENT POINTS OF VIEW ON HOW TO GO ABOUT REVIEW, WITH MANY STATES FAVORING DETAILED WORK IN COMMITTEES. WE BELIEVE WORK IN SPECIALIZED COMMITTEES WILL BE NECESSARY TO CARRY OUT THE FINAL ACT'S MANDATE FOR A "THOROUGH" EXCHANGE OF VIEWS ON IMPLEMENTATION, BUT WILL BE SOMEWHAT FLEXIBLE ON DETAILS.

D. NEW PROPOSALS. IN OUR CONSULTATIONS WE HAVE NOTED VARIOUS NEW PROPOSALS WHICH ARE UNDER CONSIDERATION. WE CONTINUE TO BELIEVE THAT IT WOULD BE ADVANTAGEOUS TO CONFIDENTIAL

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ADVANCE SOME NEW PROPOSALS WHICH ARE RELATED TO FINAL ACT PROVISIONS AND WHICH ARE OF INTRINSIC MERIT. HOWEVER, THE NUMBER OF PROPOSALS SHOULD BE LIMITED IN ORDER NOT TO DETRACT FROM THE REVIEW OF IMPLEMENTATION, AND TO AVOID AN ENDLESS NEGOTIATION IN BELGRADE. WE AGREE THAT NEW PROPOSALS SHOULD NOT ATTEMPT TO ALTER THE LANGUAGE OF THE FINAL ACT.

E. FINAL DOCUMENT. THERE SEEMS TO BE GROWING SENTIMENT FOR HANDLING THE DRAFTING OF THE FINAL DOCUMENT IN COMMITTEES. IN TERMS OF STRUCTURE OF THE FINAL DOCUMENT, WE SENSE A GROWING SENTIMENT IN FAVOR OF A SIMPLE FORMAT, PERHAPS A COMMUNIQUE WITH ANNEXES IF NECESSARY.

F. POST-BELGRADE EXPERTS MEETINGS. WE HAVE A GENERALLY CAUTIOUS APPROACH TO SUCH MEETINGS. WE BELIEVE THAT PROPOSALS TO SET UP ANY POST-BELGRADE EXPERTS MEETINGS SHOULD BE EXAMINED VERY CAREFULLY, AND THAT A CONSCIOUS DECISION SHOULD BE TAKEN IN EACH CASE ON THE MERITS OF THE SUBSTANCE AS TO WHETHER OR NOT TO HOLD SUCH MEETINGS, RATHER THAN TO ALLOW THEM TO BE CREATED SIMPLY BECAUSE OF WORK OVERFLOW FROM THE MAIN MEETING.

G. MEDITERRANEAN ISSUES. WE HAVE DETECTED BROAD AGREEMENT TO STICK TO THE MEDITERRANEAN PARTICIPATION FORMULA USED IN CSCE ITSELF AS A MODEL FOR BELGRADE. WE ARE PREPARED TO ACCEPT SUCH AN ARRANGEMENT.

4. FAMILY REUNIFICATION. WE HAVE CONTINUED OUR REPRESENTATIONS TO THE USSR AND ALL OF THE EASTERN EUROPEAN COUNTRIES ON UNRESOLVED FAMILY REUNIFICATION CASES.

SECRETARY VANCE PRESENTED SOVIET AMBASSADOR DOBRYNIN WITH A LIST OF SPECIAL HARDSHIP CASES DURING A MEETING IN LATE JANUARY AND, DURING MOSCOW VISIT PRESENTED SOVIETS WITH LIST CONTAINING MORE THAN 300 INDIVIDUAL NAMES. WE BELIEVE FAMILY REUNIFICATION IS AN AREA IN CONFIDENTIAL

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WHICH SIGNIFICANT PROGRESS SHOULD BE MADE BEFORE BELGRADE.

5. CSCE COMMISSION ACTIVITIES. A CLOSE COOPERATIVE RELATIONSHIP EXISTS BETWEEN THE DEPARTMENT OF STATE AND THE JOINT LEGISLATIVE-EXECUTIVE CSCE COMMISSION. COMMISSION MEMBERS AND STAFF WILL BE INCLUDED IN THE US DELEGATION TO THE BELGRADE MEETINGS, SUBJECT TO THE DIRECTION AND SUBORDINATE TO THE INSTRUCTIONS OF THE SECRETARY OF STATE.

DURING THE PAST SEVERAL MONTHS, THE COMMISSION HAS HELD A SERIES OF HEARINGS ON CSCE ISSUES IN ORDER TO GATHER INFORMATION AND TO AIR PUBLIC ATTITUDES.

6. FOR USNATO: YOU MAY INFORM POLADS THAT WE HAVE UNDERTAKEN ANOTHER GENERAL ROUND OF CONTACTS WITH CERTAIN NEUTRAL/NON-ALIGNED CSCE PARTICIPANTS.

7. FOR BELGRADE, HELSINKI, MADRID, STOCKHOLM: YOU SHOULD ADJUST PRESENTATION ABOVE TO TAKE INTO ACCOUNT RECENT US-YUGOSLAV CONSULTATIONS DURING PESIC VISIT TO WASHINGTON, AND RECENT CONSULTATION BETWEEN DEPARTMENT OFFICER AND LOCAL OFFICIALS IN HELSINKI, STOCKHOLM AND MADRID.

8. DUBLIN SHOULD, OF COURSE, ADJUST ITS PRESENTATION TO TAKE ACCOUNT OF SPECIAL STATUS OF IRISH.

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ORIGIN EUR-04

INFO OCT-01 ISO-00 /005 R

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DRAFTED BY: EUR/RPM:JHMADDEN

APPROVED BY: EUR/RPM:JJMARESCA

-----150833Z 008173 /10

R 141436Z MAY 77

FM SECSTATE WASHDC

INFO AMCONSUL FLORENCE 0000

C O N F I D E N T I A L STATE 087799

FOLLOWING REPEAT STATE 087799 ACTION HELSINKI STOCKHOLM  
VIENNA BERN DUBLIN MADRID ROME BELGRADE INFO ALL NATO CAPITALS  
BERLIN BUCHAREST MOSCOW WARSAW PRAGUE EC BRUSSELS NICOSIA  
VALLETTA USBERLIN GENEVA STRASBOURG SOFIA BUDPAEST DTD 19 APR

QTE

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## Message Attributes

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**Decaption Note:**  
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**Disposition Comment:** 25 YEAR REVIEW  
**Disposition Date:** 22 May 2009  
**Disposition Event:**  
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**Executive Order:** GS  
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**Retention:** 0  
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**Status:** NATIVE  
**Subject:** CONSULTATIONS WITH NEUTRAL/NON-ALIGNED STATES ON CSCE AND THE BELGRADE MEETINGS  
**TAGS:** PFOR, CSCE  
**To:** HELSINKI STOCKHOLM MULTIPLE  
**Type:** TE  
**vdkgvwkey:** odb://SAS/SAS.dbo.SAS\_Docs/ecd8b4a2-c288-dd11-92da-001cc4696bcc  
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